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13 September 1950

MEMORANDUM FOR: Acting Executive

SUBJECT: Management Study of Regional Divisions of ORE -
Comment on

REFERENCE: (a) Management Memorandum to AD/ORE, dated
14 July 1950
(b) COAPS Memorandum to Management, dated
7 July 1950
(c) COAPS Memorandum to Management, dated
19 July 1950
(d) Management Memorandum to COAPS, dated
26 August 1950

1. In the submission of this comment upon Management's report of a Survey of ORE regional divisions, the outline defined by the major paragraph headings of reference (a), has been followed. In instances where COAPS has already formally commented upon certain sections of the combined report, which were promulgated by Management individually in advance of completion of the Survey as a whole, such replies have been incorporated herein, by reference only.

2. Production

(a) In general, COAPS concur in Management's recommendations on Production. The opinions, queries and contentions of ORE personnel who were interviewed in connection with this Survey, relate almost exclusively to ORE internal administration, and accordingly were referred to the AD/ORE for his consideration, and for such action as he might deem appropriate.

This report should be of considerable value to the AD/ORE as a basis for ascertaining the desirability of adjustment of organization and procedures, in the interest of improvement of internal working relationships.

It is believed that many of the uncertainties, under which interviewed personnel were laboring, might have been relieved, had they been referred upward to the appropriate level in ORE. This belief, therefore, suggests the desirability of close-coupling, by firm supervisory relationships, a large organization such as ORE, which may be inclined to sprawl and to become compartmentalized. In amelioration of this tendency, it is suggested that, in general, all effort expended should be responsive to directives generated

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in the office of the AD/ORE. The impression given, correct or incorrect, is to the effect that each Division is largely "on its own," and consequently each must determine independently, in what manner its time and efforts shall be spent. Also, effective as a unifying medium, is the establishment of a body of ORE doctrine - (what to do; when to do it; and how to do it as the AD/ORE wants it) - in order that an 'output' which has been subjected to uniform manner of treatment, evolves from each of the several offices of original effort and thereupon undergoes uniform processing. And lastly, a program of training should be instituted in order that there may be a common understanding of instructions and doctrine enunciated by the AD/ORE, and also to bridge the several independent Divisions and to bridge the echelons of review and correlation, in order to effect the best possible co-operative effort. This training program should provide for personal contact among members of the normal administrative organization, and should not involve the introduction of full-time employees as "instructors."

(b) The establishment and maintenance of good inter-office relations at the working level is encouraged in the interest of an 'over-all' saving in time, and also an individual saving in time of intermediaries not essential to the transaction. Such a relationship must necessarily be controlled, however, in order to provide for proper record-keeping and to ensure that responsible officials are not by-passed in matters concerning which they have *interest but* enunciated no controlling policy. In the case of inter-office disagreements, the Agency Organization adequately provides for arbitration at the AD level. If unsuccessful, the subject matter of the disagreement should be reduced to writing by each proponent, and forwarded to the Executive via COAPS.

(c) The establishment and maintenance of informal inter-agency liaison on a Desk-to-Desk - (Division Chief level) - basis is approved, provided that such liaison arrangements are established by or with the approval of the AD/OCB. Official inter-agency relations, however, are governed by inter-agency agreements. In the absence of a governing agreement, satisfaction of CIA requests, if realized, proceeds from a willing and cooperative spirit, only. The failure of an outside agency to perform under an existing agreement, however, should be reduced to writing and forwarded to the Director via COAPS.

(d) The decision as to whether ORE Divisions do or do not produce "Working Papers" should be left to the AD/ORE. However, this determination should be based exclusively upon the ORE need for this type of publication, and in no case should distribution outside of CIA be made.

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3. Basic Research

So long as CIA labors under NSCIDs which vest no power to direct the IAC agencies to accept projects and to establish priority of accomplishment, ORE cannot avoid the prosecution of basic research required to support the production of National Intelligence, and to support Special Operations in which CIA engages. The effort spent on basic research will not be uniform among the several Divisions, but will vary according to gaps created by the unavailability of timely information. For example, it appears that D/EE is wholly justified in engaging in full-scale basic research, with the requirement, however, that D/EE, Economics and Transportation, do not duplicate the effort of one another.

Admittedly, the NIS volumes when complete, will not obviate the necessity for continued basic research by the Area Desks, since they are specifically designed for use by the strategic and tactical military planners, and not for the intelligence analyst. But, while the NIS compendium of basic information may not fulfill the needs of the analyst by reason of its length, breadth and degree of detail, it is anomalous to contend that basic facts recorded by the NIS group should differ from basic facts gathered by ORE analysts. The issue then becomes one to ascertain which reporter has correctly stated the facts, if there has been a disagreement. But if the development of the NIS work is to become embroiled in extended inquiry, the job will never be done. The only practicable working procedure must provide for the resolution of all disagreements by the NIS Coordinator, irrespective of whether or not the ORE analyst prevails. This procedure should not, however, operate to ignore the Area Analysts entirely; as NIS manuscript is prepared it should without exception, be referred to them according as their respective interests appear.

4. Requirements

Tab (C) to reference (a), on "Information Requirements" which was addressed to COAPS under date of 25 May 1950, was answered in detail by COAPS memorandum to Management, dated 7 July 1950.

Tab (D) to reference (a) "Proposed Plan for Realignment of Certain Agency Functions" dated 10 July 1950, which was forwarded to the several ADs and Staff Chiefs, was answered by COAPS memorandum to Management under date of 19 July 1950. In this latter memorandum, COAPS agreed to the proposed realignment of Agency Functions with certain reservations.

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5. Collection

While COAPS concurs in Management's recommendations on Collection, it is suggested that the items listed in Tab (E) be held in contemplation in the course of the preparation of general collection guides. But we may just as well be realistic in our normal desire for bigger and better collection effort clear across the board, and recognize that under the existing directives (actually agreements) which control inter-agency relationships, we are almost wholly dependent upon the other agencies for overt collection abroad, and moreover, each in truth assigns priorities governing the activities of its own field organization.

Unless and until the existing basic directives are so modified as to vest in the DCI, power to direct, there is ample justification for the establishment of an overt field reporting service in foreign areas. However, coordination of the existing "collectors" is preferable to adding another collector in the field.

Referring to Tab (F), COAPS persists in an attitude which encourages informal inter-office liaison at the working level, as not only desirable, but as essential to the functioning of CIA as an entity, instead of as a sporadic array of exclusive interests. Such liaison should be exercised within the knowledge and concurrence of the AIs concerned, however.

The suggestion that PDD translators be assigned to ORE and OSI to serve as scanners for analysts who lack the language skills, has considerable merit. However, PDD has been endeavoring to augment its staff over the period of the past two years, but acquisitions have been painfully slow, due principally to the stringent security clearance process which presently enables acceptance of only 10% of the total applications. Accordingly, PDD is in a poor position to dissipate its limited translation pool by remote assignment. It is suggested that ORE on its own initiative might propose an increase in T/O to provide for the employment of a small number of linguists possessing the desired specialized qualifications.

Referring to Tab (G), again inter-office liaison, at the working level in order to foster better understanding between analyst and collector, is to be encouraged, as stated above. The actual formulation and processing of a requirement which requires field collection, however, must conform to approved procedure, and be handled through OCD.

It is gratifying to note in Tab (H), the expression of growing confidence in the ability of OCD to provide satisfactory service to the ORE and OSI analysts. The more fully OCD enjoys the cooperation of the information users in the production organization, the better will OCD be able to satisfy the needs of the latter. The retention of reference files by analysts is not objectionable, provided they remain small and

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are limited to reference material of current interest.

The suggestions proffered by the analysts for improvement of the service rendered by OCD, if followed through, should redound to the distinct advantage of the former. The virtue of this type of Survey lies in providing opportunity for a correlative airing of views. Largely, the recorded suggestions are desirable; some are not attainable failing a prohibitive increase in force, still others will undergo gradual improvement over a considerable period of time. But the maximum in benefit is derived from bringing the problems and gripes out into the open, where all can gain an objective view of them.

6. Information Control and Reference Activity

It is agreed that the Information Control activity of ORE is excessively heavy, and involves an unwarranted expenditure of time and manpower in relation to the total ORE effort. COAPS accordingly concurs in the recommendation that the plan presented in Management Memorandum to AD/ORE, dated 29 November 1949, be implemented at this time.

7. Administrative Considerations

The most significant recommendation submitted by Management under this heading is that for satisfactory working space for those employees whose regular job assignment requires that they engage in analytical and creative thinking. The existing situation which finds analysts grouped together in spaces which admit of no degree of individual privacy for thought or for purpose of consultation, is wasteful to the point of becoming intolerable. Two persons engaged in such mental effort, can occupy the same partitioned space reasonably, but additions to this number only results in a rapid decline in satisfactory output.

8. Review of this combined Management Survey Report has been unduly time consuming, due to the piecemeal issuance and organization of the report material. Had the report been a single manuscript instead of a collection of several elements, initially issued separately, it could have been digested more expeditiously and with greater facility.

PREScott CHILDS, Chief
Coordination, Operations
and Policy Staff

cc: Management Officer
AD/ORE

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